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# CENTRAL BUSINESS DISTRICT STUDY FOR




# SHELBY, NORTH CAROLINA



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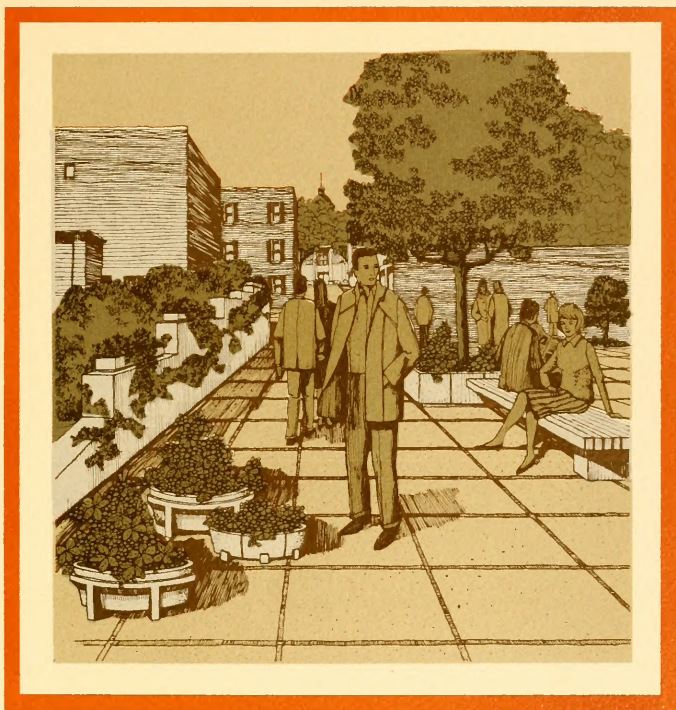
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January 1968

Price: \$1.00





# INTRODUCTION





## I N T R O D U C T I O N

In November of 1964, Mayor Hubert Plaster appointed a committee of local businessmen to make recommendations on the revitalization of Downtown Shelby. This committee, chaired by Mr. Ralph Gardner, subsequently recommended to the city that the Division of Community Planning be retained to undertake a comprehensive study of the Shelby Central Business District. A contract was signed on March 24, 1966, and the work carried out over the following two years. This report and the companion Parking and Traffic Study are the results of that work.

Previous planning studies for Shelby have been concerned with the development problems of the entire city. This study of the central business district has been developed in conjunction with the other planning studies - the Land Development Plan and Thoroughfare Plan and has been formulated in conjunction with the Shelby City Council, the Mayor's Committee on Downtown Development, the Shelby Planning Board, Shelby city officials, Chamber of Commerce, many of the downtown merchants, the North Carolina State Highway Commission, A. G. Odell, Jr., and Associates (architecture consultants to the county) the Cleveland County Planning Board, and various county officials.

The central business district of Shelby is the focal point for the economic, social, cultural, and civic activities of the city and county. The large majority of the retail businesses, offices, financial institutions, and governmental facilities of the county are located in this concentrated area. The tax base of the city and county is largely determined by the higher values in this downtown area. To a great extent the vitality of the county is dependent upon a healthy, vigorous downtown center in Shelby.



In Shelby, as in nearly every city and town across the nation, the problems of the central business district are a matter of growing concern to many people. Until recently, Shelby did not have a major shopping center development. Many feel that a modern shopping center with its free abundant parking, and attractive new buildings with landscaping, would take much business and many customers away from the downtown area of Shelby.

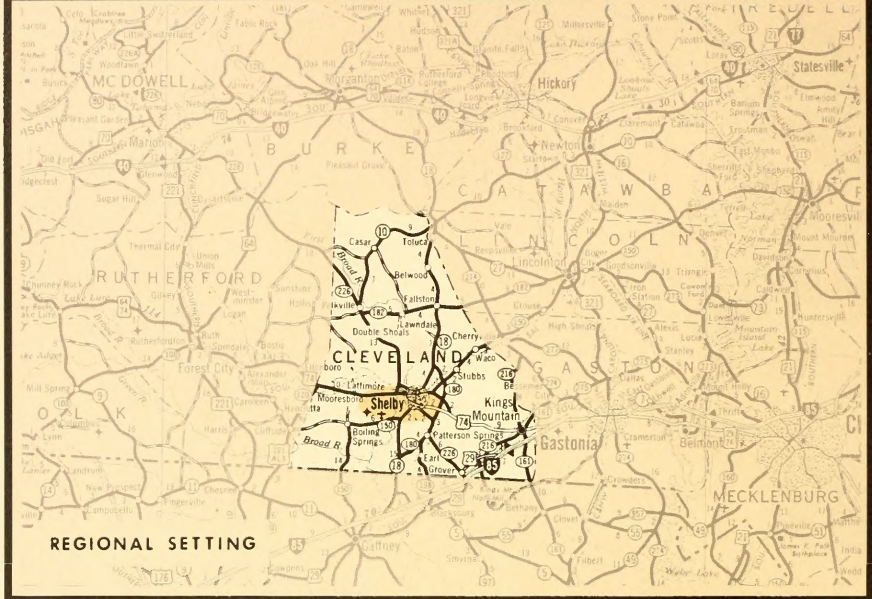
Shelby is at a point where many varied functions or activities are changing or being reconstructed in or near the downtown area. A new post office has just been built, new county governmental facilities, including a new courthouse are needed, and there is a tremendous need for new parking facilities. Without proper planning and coordination, all of these activities will take place with no relationship to each other or to the existing functions in the area.

This study will delineate some of the specific problems of the central business district of Shelby and will recommend approaches and a preliminary plan to solve these problems in a comprehensive manner.

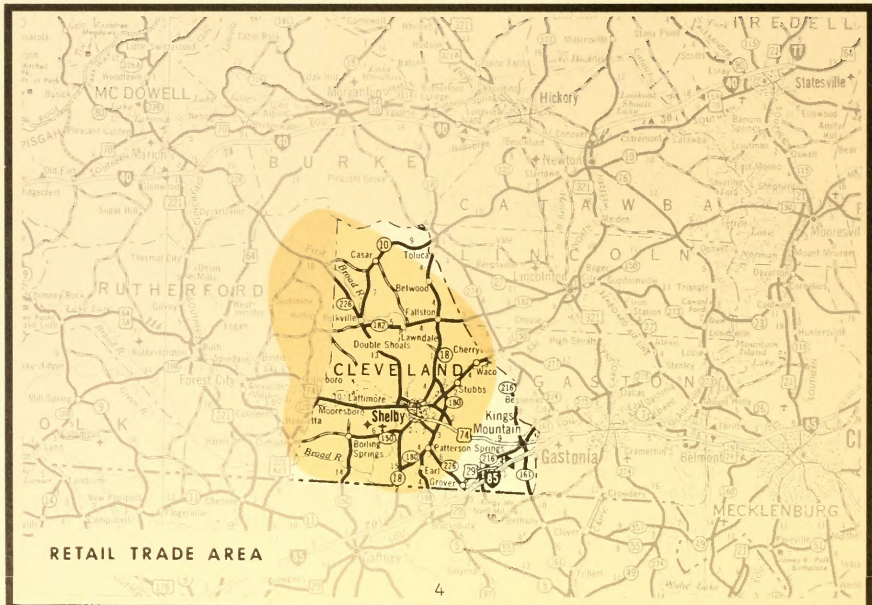




**EXISTING CONDITIONS**



**REGIONAL SETTING**



**RETAIL TRADE AREA**

## EXISTING CONDITIONS

### REGIONAL SETTING

Cleveland County, with the City of Shelby or its nucleus, lies at the south-west end of the Piedmont Crescent of North Carolina. Cleveland County is bounded on the north by Burke County, on the east by Lincoln and Gaston Counties, on the west by Rutherford County, and on the south by South Carolina.

### RETAIL TRADE AREA

Downtown Shelby serves as a trading and service center not only for those persons residing within the city itself but from a much larger area.

This large area, indicated on the accompanying map, is referred to as the Shelby Retail Trade Area. It has been determined by the use of Reilly's Law of Retail Gravitation - a mathematical way of expressing the premise that people will trade in the larger urban place that is most accessible to them. As shown on the map the area encompasses all of Cleveland County, with the exception of the southeast corner at Kings Mountain. It also includes a portion of Rutherford County to the west and very small sections of Lincoln and Gaston Counties to the east.

The greatest factors affecting the size of the Shelby Trade Area are the Cities of Gastonia and Charlotte to the east. Other influences include Kings Mountain and Lincolnton to the east, Hickory and Morganton to the north, Forest City to the west, and Gaffney and Spartanburg, South Carolina, to the south.

According to an estimate by the Division of Community Planning, there were approximately 66,098 persons residing in the Shelby Retail Trade Area in 1966. Sixteen thousand nine hundred forty-one of these lived within the city limits of Shelby.

POPULATION TRENDS BY DECADES

	<u>1900</u>	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>
Shelby	1,874	3,127	3,609	10,789	14,037	15,508	17,698
Percent Change		+66.9	+15.4	+198.9	+30.1	+10.5	+14.1
Cleveland County	25,078	29,494	34,272	51,914	58,055	64,357	66,048
Percent Change		+17.6	+16.2	+51.5	+11.8	+10.9	+ 2.6
Shelby Township	24,439	6,560	8,409	16,236	20,150	23,431	26,024
Percent Change		+47.8	+28.2	+93.0	+24.1	+16.3	+11.1

1959 INCOME

	<u>SHELBY</u>	<u>REMAINDER OF SHELBY TWP.</u>	<u>CLEVELAND COUNTY</u>
Per Capita Income	\$1,506	\$1,111	\$1,160
Median Family Income	\$4,598	\$4,050	\$3,901
Mean Family Income	\$5,542	\$4,605	\$4,574

SHELBY RETAIL SALES

	<u>1954</u>	<u>1958</u>	<u>Percent Change</u>	<u>1963</u>	<u>Percent Change</u>
No. of Establishments	271	219	-19.2	280	+27.9
Sales (\$000)	\$26,159	\$27,463	+ 5.0	\$38,290	+39.4
Payroll (\$000)	2,570	3,047	+18.6	4,198	+37.8
No. of Employees	1,186	1,203	+ 1.4	1,368	+13.7

## 1963 SHELBY RETAIL SALES (BY CATEGORY)

	<u>\$000</u>	<u>% OF TOTAL</u>	<u>% OF TOTAL COUNTY SALES</u>
Automobile	9,773	25.5	78.6
Misc. Retail	2,541	6.6	58.8
Food Stores	7,558	19.8	48.4
Lumber, Building Materials	2,962	7.7	48.7
General Merchandise Stores	3,845	10.1	59.7
Gasoline Service Stations	2,783	7.3	49.0
Apparel, Accessory Stores	3,632	9.5	78.7
Drug Stores	1,432	3.7	65.0
Furniture, Home Furnishings	2,693	7.0	68.6
Eating, Drinking Places	<u>1,071</u>	<u>2.8</u>	<u>52.9</u>
TOTAL RETAIL SALES	38,290	100.0	60.5

EFFECTIVE BUYING POWER

In 1962, the estimated total personal income (estimate by the Division of Community Planning from North Carolina Department of Tax Research data) for persons residing in the Shelby Retail Trade Area was \$76,673,680. In North Carolina in 1963, approximately 60.7 percent of total personal income was expended in retail sales. Applying this North Carolina standard to the Shelby Retail Trade Area gives us a figure of \$46,540,924 available for expenditures in retail sales. This figure is in essence the effective buying power of the trade area.

In 1963, the actual amount expended for retail sales in Shelby was \$38,290,000. This is only 82.0 percent of the effective retail buying power of the Shelby Trade Area and means that Shelby is approximately \$8,251,000 shy of realizing their full potential. On the other hand, it should be noted that the Shelby retail figures are considerably greater than the personal income figures for the City of Shelby. This indicates that Shelby is drawing considerable money from its trade area though it is not realizing maximum potential.



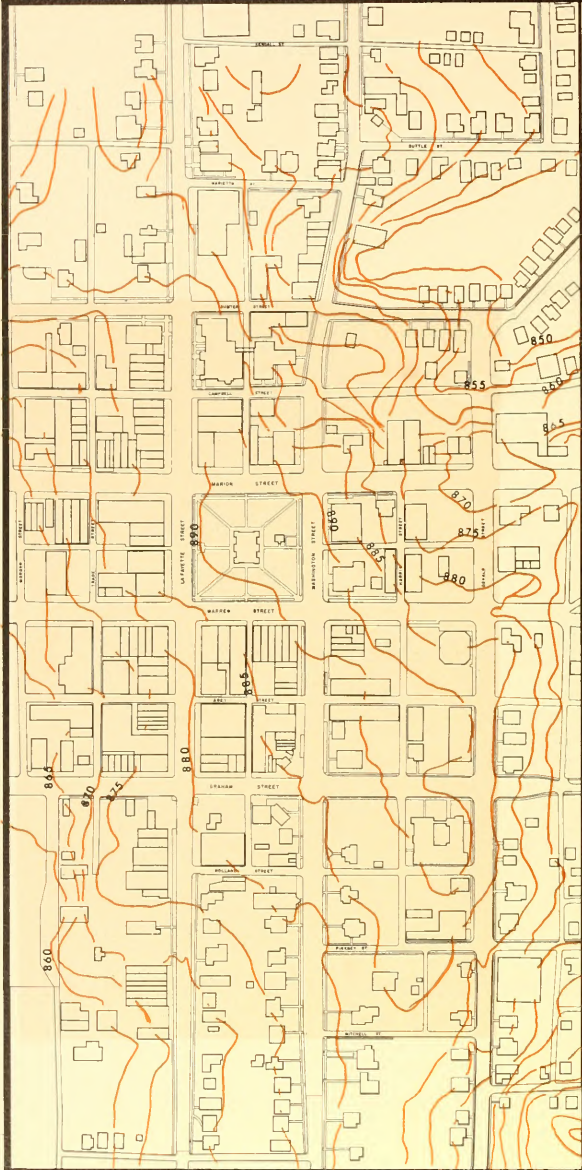




# SITE CHARACTERISTICS

SHELBY, N.C.

TOPOGRAPHICAL  
MAP OF C. B. D.



**CENTRAL BUSINESS DISTRICT**

PREPARED BY THE CIVIC DESIGN COMMUNITY PLANNING NORTH CAROLINA SOCIETY OF CONSERVATION AND DEVELOPMENT

## S I T E C H A R A C T E R I S T I C S

### DELINEATED AREA

The central business district of Shelby as used in this study is defined as an area bounded by Sumter Street on the north, Mitchell Street (with an imaginary extension of the street east and west) to the south, Dekalb Street to the east and Morgan Street to the west. The central business district contains approximately 13 blocks with a total area of approximately 90 acres.

### LAND FORM

The central business district of Shelby has a unique land form which is shown on the accompanying topographic map. The Cleveland County Courthouse is situated at the crest of a north-south ridge. East of Dekalb Street and west of Lafayette Street the land slopes rapidly downward. The northeast section of the business district also slopes down in a northeast direction.

### BUILDING USE

The central business district of Shelby provides the primary functions of retail shopping, governmental services, offices, wholesale trade, storage facilities, and parking to persons shopping or doing business in Shelby. In general, the uses that form these different functions tend to locate together within specific areas of the central business district. This can be readily seen on the accompanying building use map which divides the different building uses up into detailed categories. These detailed categories are defined at the end of this section.

The primary retail trade activities of the Shelby central business district are concentrated along Lafayette Street between Marion Street and Graham Street and on the south side of Warren Street between Morgan and Washington Streets. Other scattered primary retail trade activities are located on Lafayette Street, south of Graham Street and north of Marion Street, and on Graham Street between Morgan and Washington Streets. Consumer services are related to the primary trade activities and are scattered throughout the area.

# SHELBY, N.C.



- Primary Trade
- Secondary Trade
- Consumer Services
- Residential
- Residential Commercial
- Manufacturing
- Transportation, Utilities, Communications
- Business & Repair Services
- Financial, Advisory and Governmental Services
- Religious Education and Welfare Services
- Cultural, Entertainment & Recreation
- Vacant Buildings



**CENTRAL BUSINESS DISTRICT**

PREPARED BY THE U.S.D.A. COUNTY PLANNING BOARD, COUNTY DEPT. OF CONSERVATION AND DEVELOPMENT

Secondary trade activities are mainly concentrated in an area north of Marion Street along Marion and Lafayette Streets. Other secondary uses are located around the edge of the downtown area. Most secondary activities, unlike other central business district activities are primarily automobile oriented rather than pedestrian oriented. For this reason, many secondary uses are tending to leave the downtown area and locate on major streets where they are more accessible by automobile.

Financial, advisory and governmental services are grouped together in three major areas in Downtown Shelby - in an area around the Cleveland County Courthouse - but primarily southeast along Warren Street; along Lafayette Street between Marion and Sumter Streets and along Lafayette Street south of Graham Street.

Business and repair services (including warehousing) are scattered around the outskirts of the downtown area. No trends toward locating in and grouping on particular area have been established.

Religious, education and welfare activities include four churches, the Cleveland County Technical Institute and South Business College. These uses are in scattered locations in the downtown area.

Cultural, entertainment and recreation activities are also scattered throughout the area with no particular grouping in any one location.

Manufacturing activities have located in scattered locations throughout the fringe areas of the downtown.

Residential structures surround the central business district on the north, northeast, south, and southeast sides.

The following table indicates the square feet of ground floor space for each use category. These figures are the result of a survey taken in July 1966.

EXISTING BUILDING USE SHELBY CBD - (Ground Floor Space)	
Commercial type residential-----	17,900
Manufacturing-----	36,585
Transportation, communication, utilities-----	2,000
Primary trade-----	258,350
Secondary trade-----	268,975
Financial, Advisory, Governmental Services-----	176,925
Consumer services-----	31,675
Business and repair services-----	122,450
Religious, education and welfare services-----	105,625
Cultural, entertainment and recreation-----	30,450
Vacant building-----	51,500
	<u>1,100,635 sq. ft.</u>

The detailed building use categories are defined as follows:

PRIMARY RETAIL - Primary retail shopping areas are generally located in the central business district or in the large regional shopping centers. These trade establishments sell low bulk comparison and specialty items. Primary retail establishments can be broken down into two categories: (1) stores which generate their own trade such as department stores and variety stores and (2) apparel shops, shoe stores, jewelry stores, and similar establishments which are economically dependent upon the pedestrian traffic generators - department stores and variety stores - for supplying potential customers. Also included in the primary retail category are establishments which merchandise goods commonly referred to as "convenience goods." They sell merchandise such as food and drugs and are in many cases located in outlying neighborhood shopping areas in order to be as near as possible to their customers.

SECONDARY RETAIL - Secondary retail establishments usually sell "high bulk" items such as furniture, appliances, home furnishings, automobiles, gasoline, farm equipment, hardware, lumber, building materials and similar goods. Merchandise in secondary trade establishment is relatively expensive and seldom purchased by the individual customer. Due to the expensive cost of secondary trade goods, the customer is generally willing to travel longer distances to compare merchandise between widely separated competing establishments. As a result, secondary retail establishments do not have to locate in close proximity to each other; instead, they often locate at independent locations along major streets or highways. In many instances, these establishments locate in areas which adjoin the central business district.

CONSUMER SERVICES - Laundry, dry cleaning, linen supply, diaper services, rug cleaning, photographic, beauty, barber, funeral, cemeteries, shoe and apparel repair, etc.

RESIDENTIAL - Single and multi-family residential structures.

RESIDENTIAL-COMMERCIAL - Transient lodging including hotels, motels, etc.

MANUFACTURING - Includes all establishments engaged in manufacturing processes and all related industrial services.

TRANSPORTATION-UTILITIES COMMUNICATION - Transportation establishments provide for the conveyance of passengers and freight from place-to-place.

BUSINESS AND REPAIR SERVICES - Advertising - warehousing and storage, auto repair.

FINANCIAL, ADVISORY AND GOVERNMENT - Finance, insurance and real estate.

RELIGIOUS, EDUCATION AND WELFARE SERVICES - Includes religious and education facilities such as churches, schools, colleges and their related activities.

CULTURAL, ENTERTAINMENT AND RECREATION - Includes cultural activities such as libraries, museums, and art galleries, areas for sports activities and places, for public assembly such as auditoriums, theaters, etc.



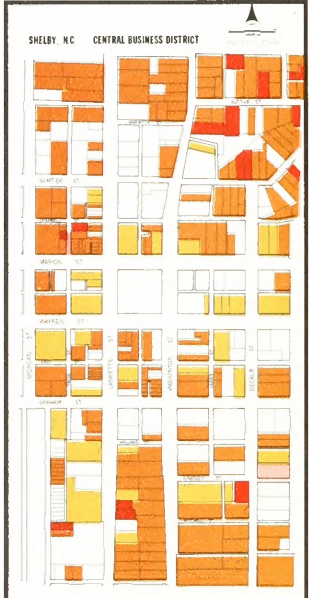
SHELBY, NC CENTRAL BUSINESS DISTRICT

**BUILDING HEIGHT**

- One Story
- Two Stories
- Three Stories
- Four Stories & Over



SHELBY, NC CENTRAL BUSINESS DISTRICT



- STRUCTURAL CONDITION**
- Good
  - Fair
  - Poor

SHELBY, NC CENTRAL BUSINESS DISTRICT



- TOTAL ASSESSED VALUE**
- 0 - \$10,000.00
  - \$10,000.00 - \$15,000.00
  - \$15,000.00 - \$25,000.00
  - \$25,000.00 - \$50,000.00
  - Over \$50,000.00



The maps on the opposite page indicate three general characteristics of buildings in the downtown area of Shelby: the height of structures, the condition of structures, and the combined value of land and structures. Blank parcels with no color indicate that data was not obtained for that parcel.

As indicated on the map showing height of structures, two story and single story structures predominate in the area, with most of the structures along the main sections of Lafayette Street being at least two stories high.

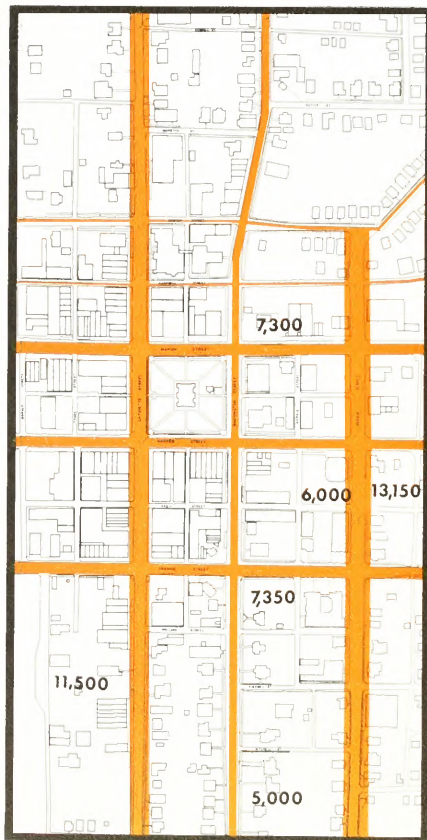
The building condition map indicates all buildings in three categories: good, fair, and poor. Approximately 30-40 percent of the structures shown are in good condition with the rest in fair condition. There were only a very few structures in poor condition.

The map showing total assessed value indicate the values of the land plus the value of the structure. As indicated on the map, the highest value land is along Lafayette Street and those blocks surrounding the Cleveland County Courthouse.

## TRAFFIC CIRCULATION

At the present time Downtown Shelby is served by a grid street system which criss-crosses the area. Lafayette, Dekalb, Marion, and Graham Streets carry the largest amounts of traffic within the grid.

More detailed information on the present and future traffic circulation in Downtown Shelby can be found in the report entitled Downtown Shelby, N.C., Traffic and Parking Study by the Division of Community Planning.

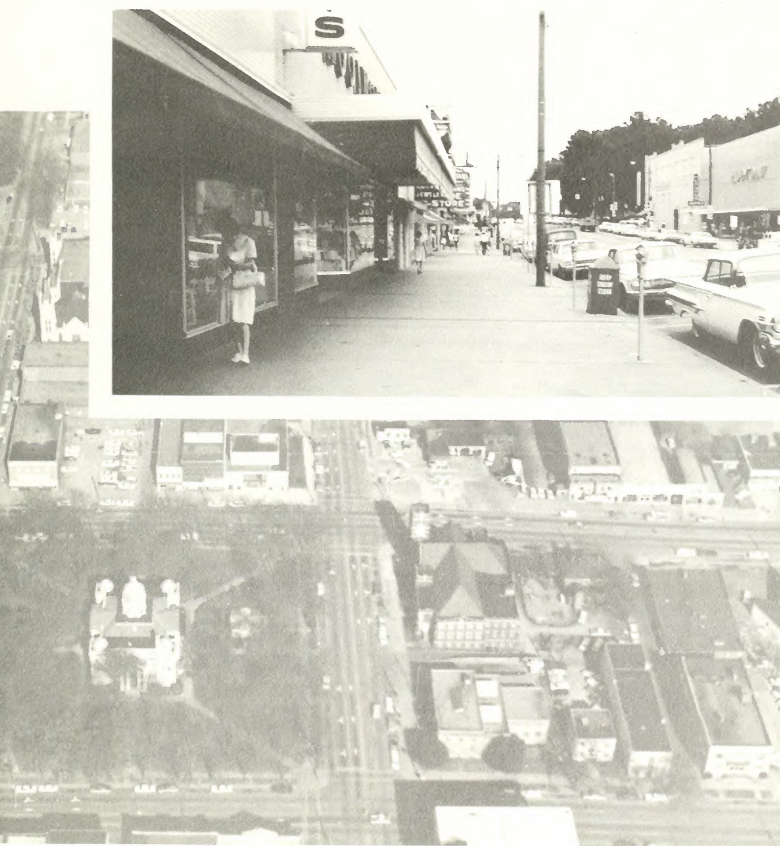


EXISTING C. B. D.  
CIRCULATION  
SYSTEM



## PEDESTRIAN CIRCULATION

Downtown Shelby is blessed with very wide sidewalks in the majority of the main shopping area. Sidewalks adjoining business along Lafayette, Graham, Warren, and Marion Streets are 20' wide. Sidewalks along other areas are narrower but are in many cases separated from the street by a grass strip with trees.



## PARKING

Parking in Downtown Shelby is provided either by spaces along the curb in the streets or by off-street lots. At the time of the parking survey in July 1966, there were 1,729 spaces provided in the downtown area. These spaces are shown on the accompanying map and consist of the following:

### OFF-STREET

Public	125
Public for specific use	634
Private	418
<b>TOTAL</b>	<b>1,177</b>

### ON-STREET

2 hr. metered	97
12 min. metered	17
1 hour metered	438
<b>TOTAL</b>	<b>552</b>

More detailed information on parking can be found in the report entitled Downtown Shelby, N.C., Traffic and Parking Study.



# SHELBY, N.C.


NUMBER & LOCATION OF  
PARKING

## LEGEND

ON STREET

 12 Minutes

 1 Hour

 2 Hours

OFF STREET

 Public

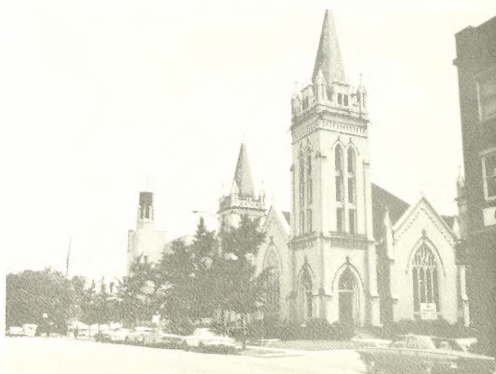
 Private

 Public For Specific Use



**CENTRAL BUSINESS DISTRICT**

PREPARED BY THE DIVISION OF COMMUNITY PLANNING, NORTH-CAROLINA DEPT. OF CONSTRUCTION AND DEVELOPMENT





## APPEARANCE

In many ways the central business district of Shelby rates above average in appearance when compared with many other North Carolina communities. The wide streets with wide sidewalks give a very spacious feeling to the downtown area. The tree lined streets leading to the business district certainly adds immeasurably to the overall appearance of the area. Another attractive addition to the area is the Cleveland County Courthouse Square. With the large stately trees and green lawns - a park like setting is created in the center of town.

The older residences along South Washington Street with the large trees add a beauty and dignity close to the main part of downtown. Also the trees along South Wilmington Street in the business district add to the visual appearance of Shelby.

Unfortunately, there are some other aspects of the development in Downtown Shelby that are not so attractive. In some areas there is an overabundance of overhead wiring, power poles, unrelated store fronts with poorly designed signs, and no landscaping, all of which detract from the visual environment of the entire area. There are also many very unsightly areas to the rear of the stores with trash and litter scattered about. Many of the parking areas in these "rear areas" are unorganized and unpaved and add to the visual clutter.









# FUTURE PROPOSALS

## FUTURE PROPOSALS

The first section of this report has dealt with the manner in which Shelby's Central Business District is presently developed. This following section will deal with how Downtown Shelby might develop in the future.

Just as in the past, the future will bring a great number of changes to the business district. The city, merchants, property owners and citizens can let these changes accumulate and future problems be solved in a random, disorganized manner, or they can make plans for the changes.

The City of Shelby, through the Shelby Planning Board and the Mayor's Committee on Downtown Development, is taking the first step in planning for these future changes by the preparation of this preliminary design plan for 1985. This preliminary plan is based upon estimates of additional space which will be needed by 1985 for the expansion of existing businesses and the creation of new businesses, the development of parking spaces to serve potential customers and the provision of an efficient automobile and pedestrian circulation system.

### SPACE REQUIREMENTS

The amounts of space that will actually be used by the various functions in the Shelby Central Business District over the next twenty years will depend upon many variables. These include:

- 1) The population growth within the Shelby Retail Trade Area,
- 2) The expendable income of persons within the Shelby Retail Trade Area,
- 3) Changes in existing shopping habits and tastes,
- 4) Changes in merchandising methods,
- 5) Changes in transportation methods,
- 6) Modernization and redevelopment of the entire central business district.

For general planning purposes, however, the future building space requirements for Downtown Shelby were estimated by assuming that a proportionate relationship exists between the size of the trade area population and the physical size of the business district.

#### FUTURE TRADE AREA POPULATION PROJECTIONS

1960	63,068
1966	66,098
1975	69,403
1985	76,517

From the above population growth projections, the future Shelby Central Business District floor space requirements is computed:

#### FUTURE SHELBY CBD FLOOR SPACE REQUIREMENTS

(Does not include: residential or manufacturing uses.)

1966 - 727,300 sq. ft.

1975 - 792,757 sq. ft. (1.0% annual inc.)

1985 - 872,032 sq. ft. (1.0% annual inc.)

These projections are based on the assumption that the trade area population is going to increase at the same proportion as that of Cleveland County. There was a 1.0 percent per year population increase in Cleveland County between 1960 and the special 1966 Census.

#### FUTURE TRAFFIC AND PARKING REQUIREMENTS

In 1956 there were 22,966 motor vehicles registered within Cleveland County. In 1966 there were 33,651 vehicles, an increase of 46.5% per decade. At the same rate of increase, there will be 72,221 vehicles in 1985. If we have crowded streets and parking areas today, what will they be like in 1985, unless something is done about them? Many feel that something must be done to take care of these tremendous needs (both present and future) if the downtown area is to survive.

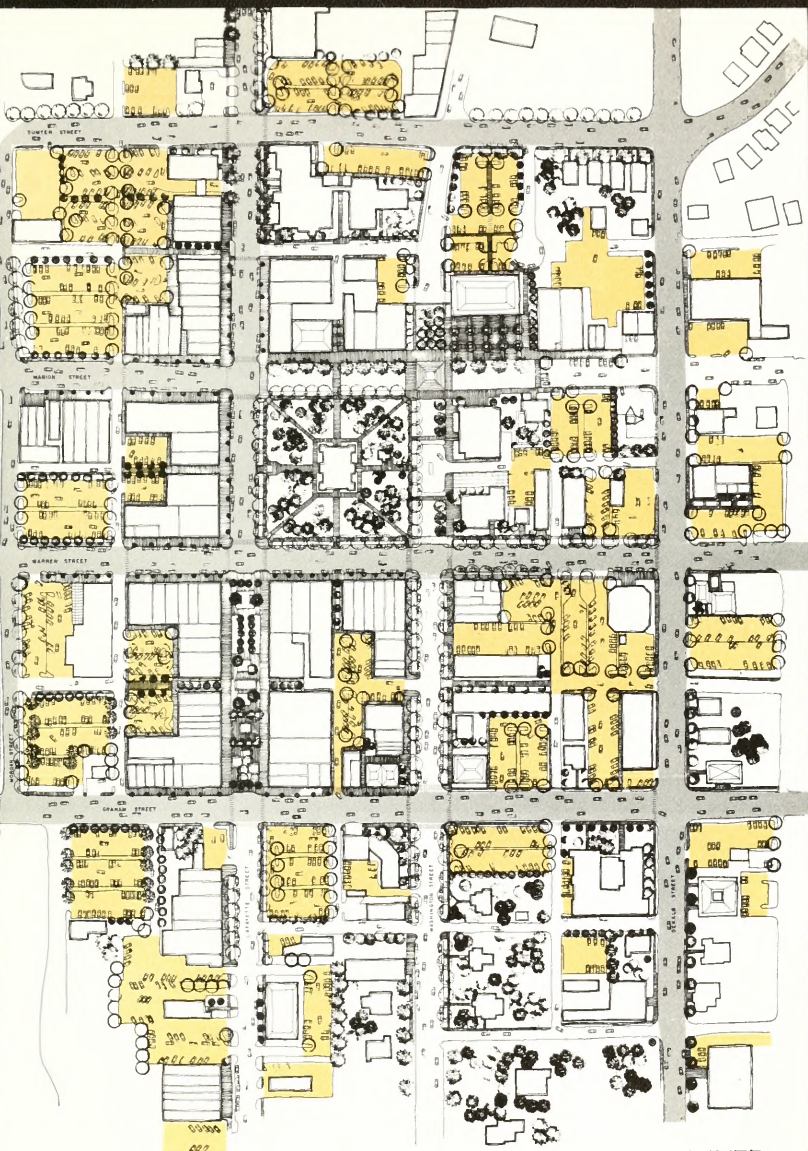
In the report on Downtown Parking and Traffic, it was estimated that there was a demand at the present time for 1,818 public parking spaces. Projecting parking space demands at the same rate of increase as the trade area population results in the following:

	<u>Parking Spaces</u>
1966 - Total public parking need	1,818
1966 - Total public parking provided	<u>1,308</u>
1966 - Deficiency	510
1975 - Total public parking need	1,971
1985 - Total public parking need	2,168

#### DESIGN OBJECTIVES

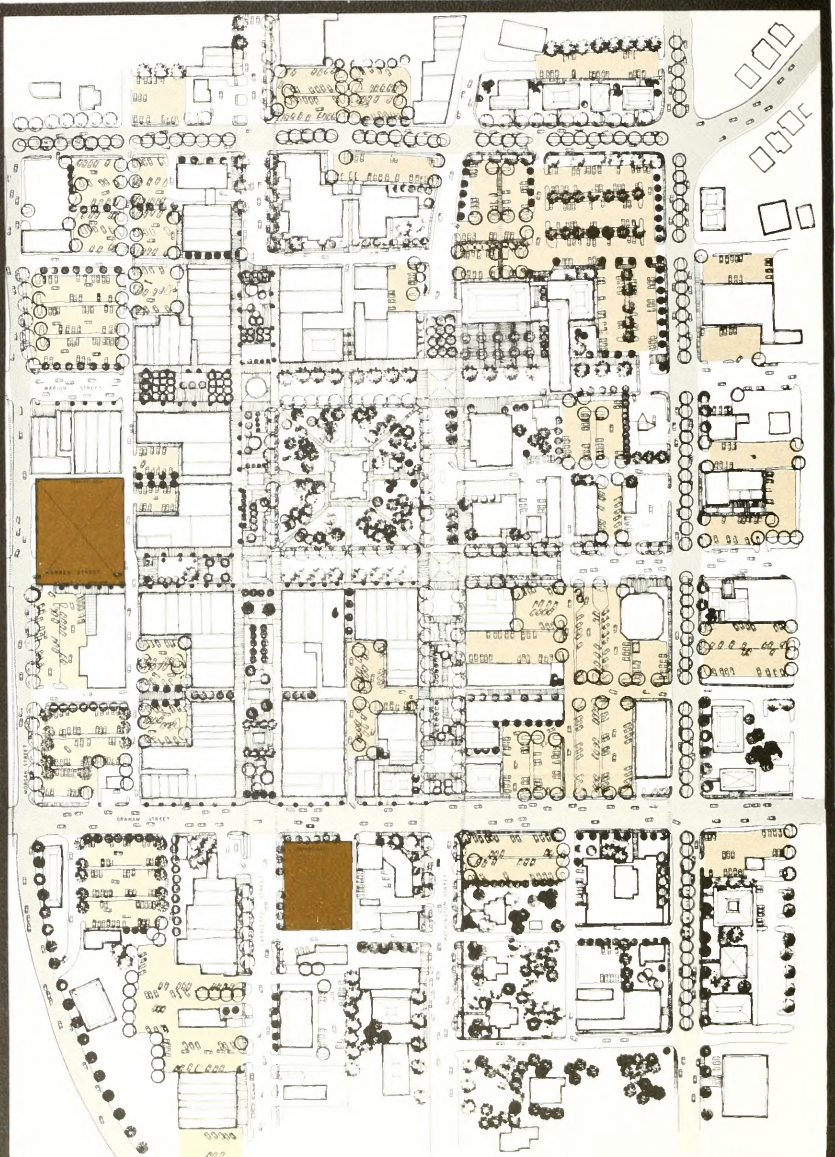
Before explaining the preliminary plan for Shelby, it is desirable to list the objectives which have been taken into consideration in preparing the plan. The objectives are summarized as follows:

- 1) To create a dynamic downtown which would act as the regional center for all of Shelby and Cleveland County business, governmental, and civic activities by encouraging a wide variety of functions,
- 2) To create an efficient automobile circulation system to and around this downtown area,
- 3) To provide adequate parking facilities conveniently located to the major areas of activities,
- 4) To create an efficient pedestrian circulation system by which persons will be able to walk conveniently from parking to shopping without danger from vehicular traffic,
- 5) To provide additional building space sufficient for future expansion,
- 6) To accomplish these objectives in such a manner that an attractive and pleasant central business district will be created which will attract people to shop in the area.



**SHELBY, N. C. CENTRAL BUSINESS DISTRICT**  
**STAGE ONE**       **PARKING LOTS**





**SHELBY, N. C. CENTRAL BUSINESS DISTRICT**  
STAGE TWO     PARKING LOTS     PARKING DECKS

## PRELIMINARY PLAN

The previous section of this report has been concerned with statistical or quantitative requirements for the downtown of the future. The design of the Preliminary Plan must take these statistical requirements and create a new atmosphere based on the major function of the downtown area. The design should result in a planned downtown area which is more efficient and more beautiful than the present area.

The design plan for Downtown Shelby envisions a series of improvements over a long period of time - up through 1985. Because of this length of time, an intermediate plan is also presented so that possible stage development might be shown. This intermediate stage plan presents the downtown area as it might appear over the next five to ten years.

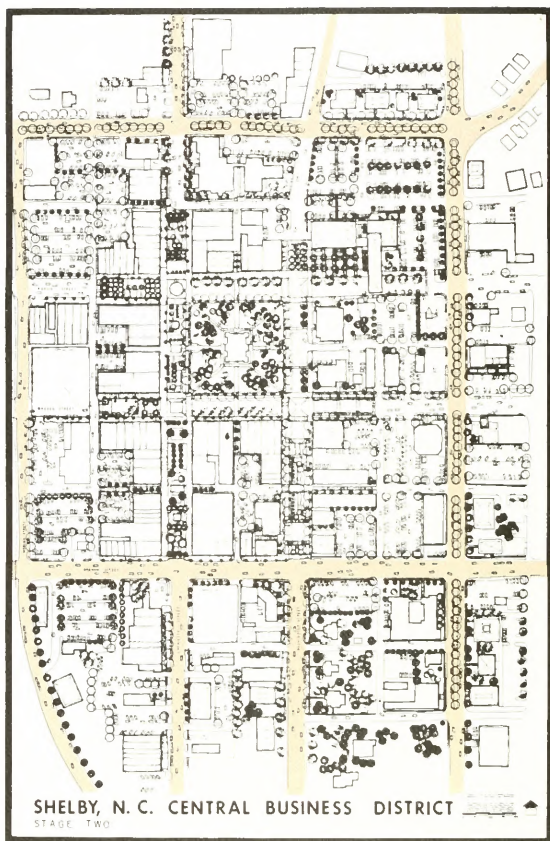
## CIRCULATION

### AUTOMOBILE CIRCULATION

The map on page 32 indicates the proposed major automobile circulation in the downtown area. Traffic coming into the downtown area is routed along a proposed central business district loop consisting of Dekalb, Sumter, Morgan and Graham Streets. More detailed information on automobile circulation can be found in the Traffic and Parking Study of the Shelby Central Business District.

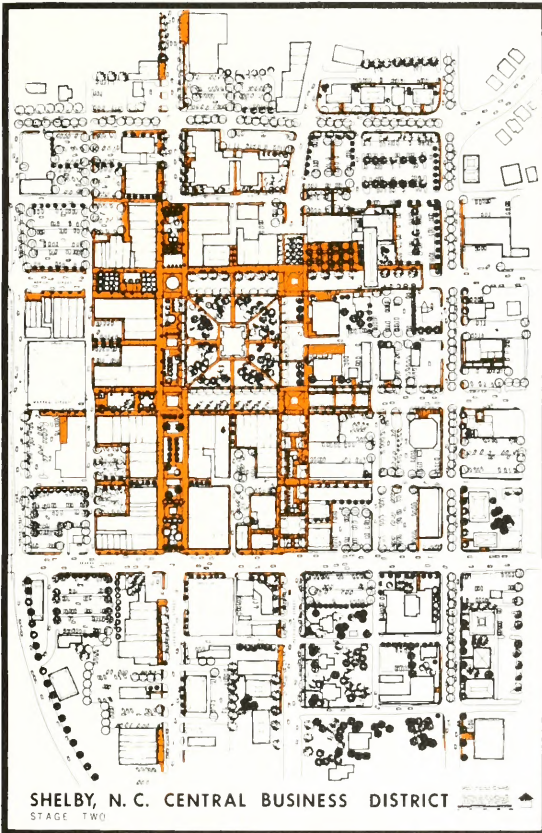
### SERVICE CIRCULATION

In the preliminary design plan it is proposed that trucks bringing shipments to downtown stores use the central business district loop as the major circulation system and enter service roads or collector points close to their destination. Because of the general nature of the design plan, the detailed service requirements of each store are not considered, but the proposed general principal is for truck service to the rear of stores with a minimum amount of automobile and pedestrian conflict. In the areas of the plan where shops are "double fronted" and have rear shopper entrances, it might be desirable or even necessary to limit the hours when service vehicles are allowed to early morning and evening time. This would help eliminate the conflict between the shopper and the service vehicles.



AUTO CIRCULATION MAP

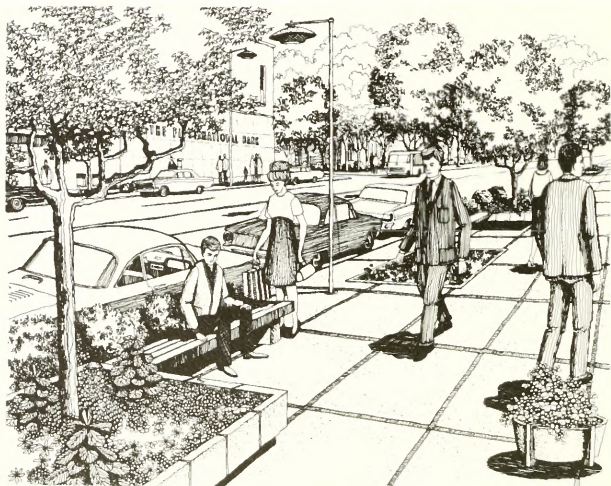




PEDESTRIAN CIRCULATION MAP



PEDESTRIAN WAY EXISTING



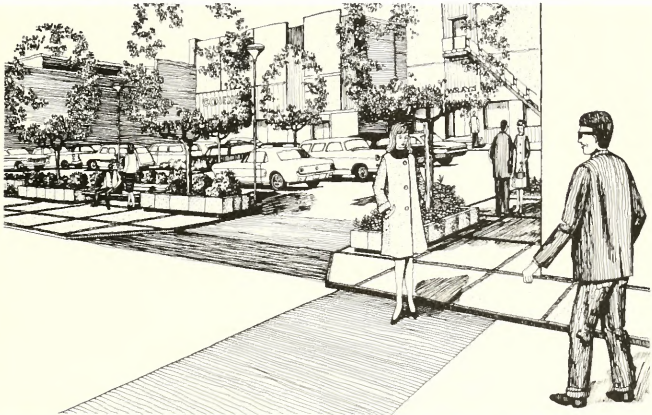
PEDESTRIAN WAY PROPOSED

## PEDESTRIAN CIRCULATION

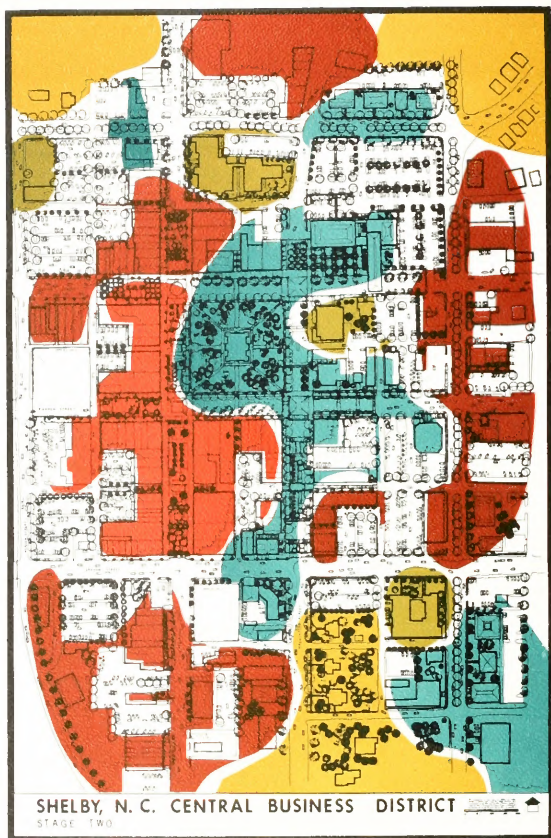
The major pedestrian ways shown on the Design Plan lead from the parking areas to the stores where the various shopping activities take place. (See page 33) It is the intent of the plan that the pedestrian ways be much more than concrete walks leading around the trash cans and service areas. The general pedestrian circulation system should become a major asset to the entire downtown area. The walkways could be properly landscaped with attractive paving materials, trees, shrubs, and flowers. Various features could be developed as a part of the walkways - benches, lighting, reflecting pools, fountains and even comfort stations and play areas for children. Existing wide sidewalks along the main shopping areas could be developed with raised planters, trees, seats, and interesting paving patterns. These "sidewalk plazas" could be the first step in the development toward the ultimate mall. The accompanying before and after example illustrates how a developed sidewalk could look.

## FUNCTIONAL ARRANGEMENT

A study of the existing building use map shown in a previous chapter reveals that uses of a similar nature tend to group together into what might be termed functional areas. These functional areas form the framework around which the downtown of the future will be built. The accompanying map indicates the proposed arrangement of these functional areas as envisioned for 1985. (See page 36)



PEDESTRIAN WAY PROPOSED



### FUNCTIONAL ARRANGEMENT MAP

- |   |  |
|---|--|
| <span style="color: red;">■</span> Primary type trade activity      | <span style="color: lightgreen;">■</span> Religious and educational facility |
| <span style="color: orange;">■</span> Secondary type trade activity | <span style="color: yellow;">■</span> Residential                            |
| <span style="color: teal;">■</span> Governmental center and offices |  |

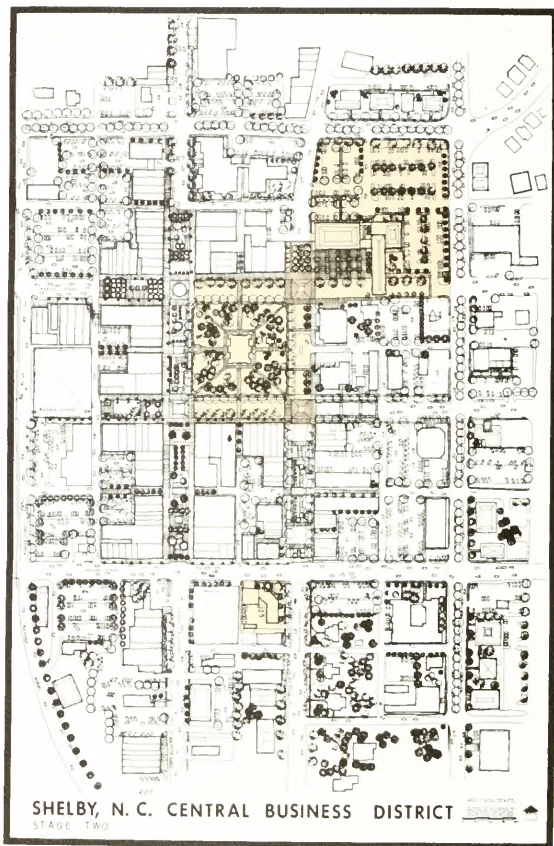
To meet the square footage requirements discussed in an earlier chapter, it is not anticipated that all additional new space will be provided by new construction. To a great extent much of the expansion of the central area will take place by uses changing places, by uses moving away and being replaced with other uses more appropriate for the area. For example, a furniture store would not necessarily be best located on the proposed Lafayette Street Mall, but could function better related to automobile traffic. It is anticipated that in the long run many uses would relocate with each structure eventually put to its best use.

## FEATURES OF THE PLAN

### GOVERNMENTAL COMPLEX

One of the major considerations of the proposed plan is the provision of an area for expanding county governmental functions. The county has been assisted in the planning of the governmental complex by the architectural firm of A.G. Odell, Jr., and Associates, Architects, Charlotte, North Carolina. The complex as envisioned would be located in a superblock formed by adjoining the present courthouse square to the block northeast of the courthouse. The plans call for the construction of one large building to house the major county facilities. The building would be constructed in the block bounded by Washington, Sumter, Dekalb and Marion Streets and would be tied to the existing courthouse square with a landscaped mall (in the place of Marion and Washington Streets). The present courthouse structure would be retained and possibly used as a downtown cultural center for community purposes rather than as offices. (See map on page 38)



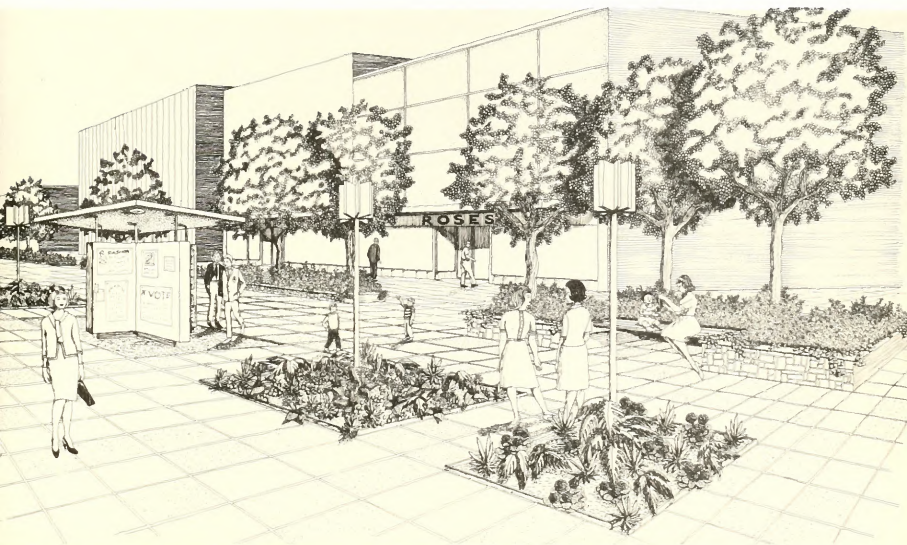


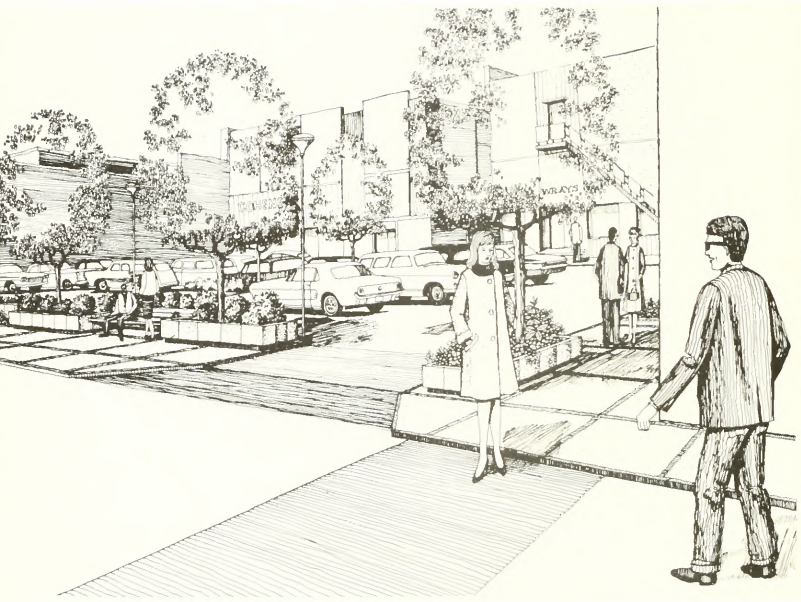
### GOVERNMENTAL COMPLEX

It is anticipated that the Shelby city government would continue to use their present facilities on Washington Street. This facility is more than adequate for present and future use.

## THE MALLS

The main feature of the long range plan for Downtown Shelby is the conversion of a number of streets through the main shopping and office area into pedestrian arcades or malls. Malls would ultimately replace Lafayette Street, Washington Street, Marion Street and Warren Street in an area bounded by Graham, Dekalb, Campbell and Morgan Streets. These malls, with the present Cleveland County Courthouse and the proposed governmental complex as the nucleus, tie the entire central business district shopping area together such as a pedestrian oriented shopping center. The courtyard between the existing courthouse and the proposed county complex would be attractively landscaped and would possibly include trees, fountains, sitting areas, lighting, etc., and would be entirely pedestrian oriented. The shopping malls would be an extension of the government complex into the shopping areas. Automobile traffic would be removed from the streets and the right-of-way developed for pedestrian use. This type of tree lined mall would be extensively landscaped with trees, planters, seats, pools, fountains and sculpture to provide a delightful atmosphere for shoppers to shop, relax and enjoy themselves - free from worry about the hazards of automobile-pedestrian conflict.



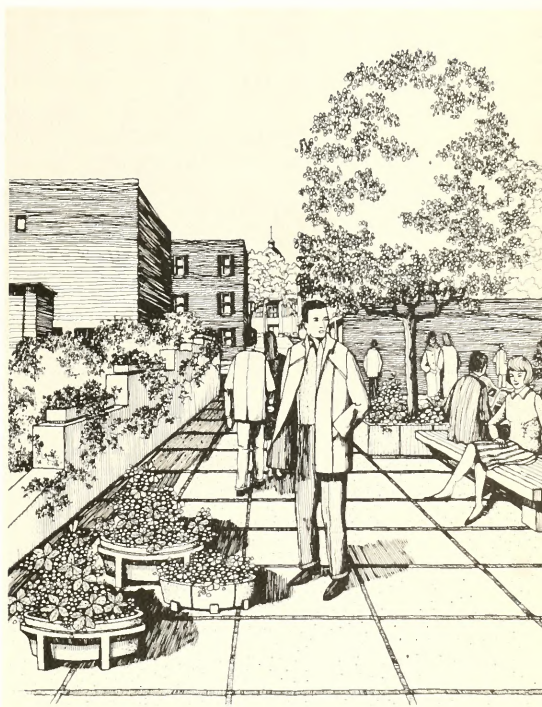


#### REAR STORE ENTRANCES AND PEDESTRIAN WALKWAYS

Another major proposal of the plan is that many of the commercial structures fronting on Main Street would provide an additional "front" on the back of the structure. This "front" on the back would face the parking areas and would provide entrances to the mall area through the stores.



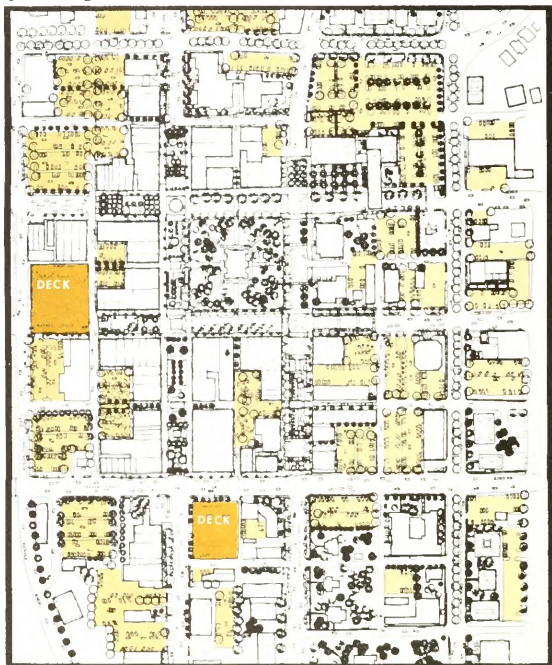
Pedestrian walkways would replace trash scattered alleys along the backs of the buildings. All overhead wiring would be removed and placed underground, and trash containers would be centralized and hidden from view. Tree plantings and general landscaping would create a pleasant shopping atmosphere.



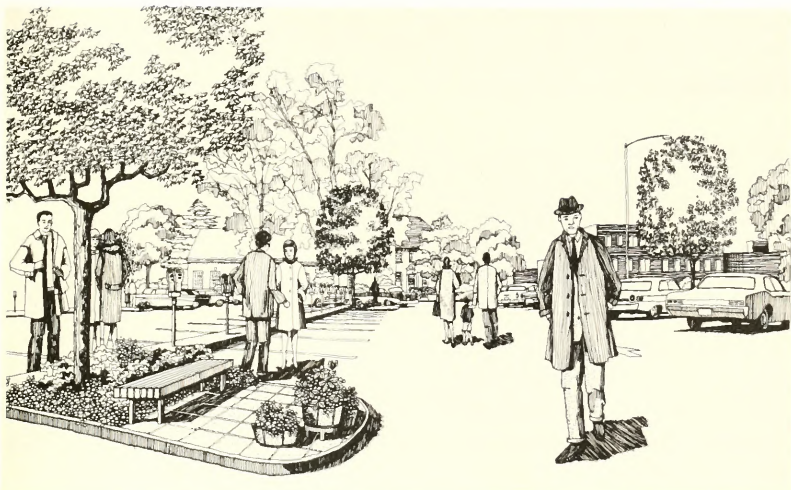
## PARKING LOTS AND DECKS

The provision of adequate public off-street parking spaces was one of the major considerations of the plan. The plan as envisioned would include a number of large off-street parking lots and two parking decks, all located with major entrances from the loop circulation system around the downtown area. It is important that all the lots and the decks be not only easily accessible but be directly related to the major shopping area.

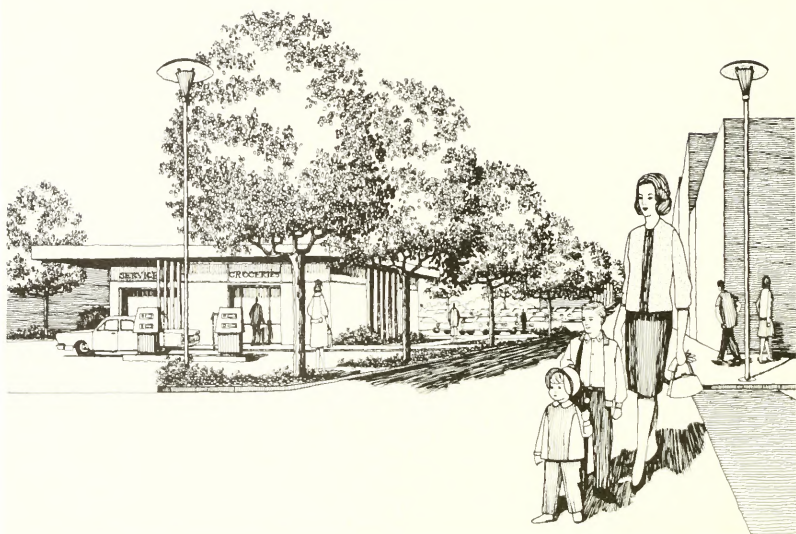
The proposed plan indicates 2,916 parking spaces. Three hundred ninety-six of these are provided in the two decks. (Decks would be constructed at a time when the parking demand cannot be met with surface parking.)



All parking areas provided would be organized and well planned. They should be paved and landscaped with shade trees. A parking lot need not be a barren sea of asphalt, but can be an attractive as well as functional addition to Downtown Shelby.



Pedestrian ways would lead from the off-street parking lots to the main shopping area. These walks would be paved and attractively landscaped. Many of the pedestrian walkways would serve a dual purpose as service areas for trucks and delivery vehicles during the night and early morning hours when not in use for pedestrian circulation. Underground wiring and centralized garbage containers would be incorporated into the improvements.



## ADDITIONAL CONSIDERATIONS

### TREE PLANTINGS

A tree planting program should be considered for Downtown Shelby. The trees located on the Courthouse Square, and the few existing street trees add much to the downtown area but are only a beginning. Trees should be planted in all areas of Downtown Shelby. Trees improve the appearance of our streets by lessening the monotony of brick, wood and concrete. They provide shade for the pedestrian and the motorist, absorb some of the street noises, and even help purify the air. Trees should be planted not only along pedestrian walkways and sidewalks, but within the parking areas as well. Trees within parking lots help shade the cars and tend to soften the visual effect of the large areas of paving.

Trees should be selected to fit the area in which they are planted. Only certain small trees with compact root systems should be used in street tree plantings. Larger trees should be used within the more open larger spaces downtown.

### UNDERGROUND WIRING

It is recommended that a program be initiated that would result in the removal of all overhead wiring in the Shelby Central Business District. This type program has already been started in Albemarle, Tarboro, and many of the larger North Carolina cities. This program should include the lines in the rear of the buildings and the lines in the parking areas as well as along the main streets. At the present time in many of the sections of the central business district these overhead wires and accompanying poles are most distracting and unpleasant to look at. They detract from the visual environment more than any other single element.

### SIGNS

Advertising signs are another of the more dominant visual elements within the Shelby Central Business District. Although it may be said that all signs serve a specific purpose, they contribute very little to the overall attractiveness of Downtown Shelby when the signs are unrelated and poorly designed. This does not mean that all signs should be removed. A city devoid of these directions would indeed lose much of its vitality and efficiency. What it does mean is that we must veer away from too many, too big, too gaudy, too ugly, etc., and put more careful thought into the effective designs and proper placement of necessary signs.



The following six elements should always be considered in the design of any sign:

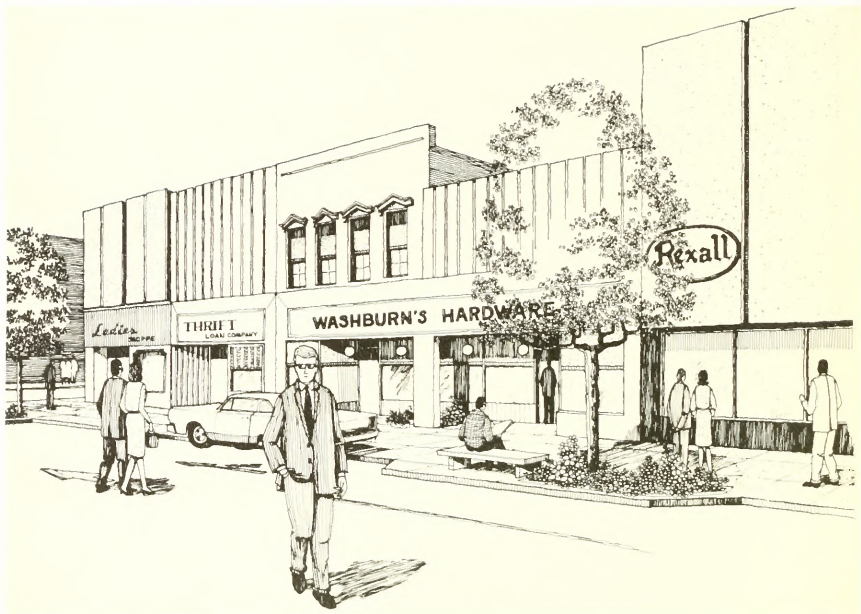
- Location or placement
- Size and shape
- Letter style
- Letter and background color
- Materials
- Relationship to other signs nearby

Since each of these elements is related in concept to all the others, it follows that the violation of any one reduces the overall effectiveness of the whole. An aesthetically pleasing sign requires a proper relationship between all six elements.

It is recommended that the merchants in Shelby suggest sign regulations to be adopted by the city.

The following criteria should be considered in developing sign regulations:

1. Each establishment should have one name sign only and no major product advertisement.
2. Merchants and property owners within the same block and possibly the entire downtown area should adopt a limited number of letter styles, colors and materials from which individual choices might be made.
3. The total area (square footage) of any attached sign (sign which has its own background) should be limited to three times the lineal feet of the building frontage.
4. When a sign is made up of lettering using the building as the sign background, maximum square footage of the actual space covered by lettering should be limited to one and one-half times the lineal feet of the building frontage.
5. No sign or lettering should project above the building parapet wall or into the pedestrian level.
6. Overhanging signs should be eliminated. Projecting signs should not project more than 12 inches from the face of the building.
7. No sign should be painted or pasted directly upon any wall.





## STORE FRONTS

In the past few years, a number of merchants in Downtown Shelby have made improvements to their stores which have improved their appearance. The main problem with these individual unrelated improvements is that in most cases the visual relationship of the improvements to the surrounding buildings has not been considered.

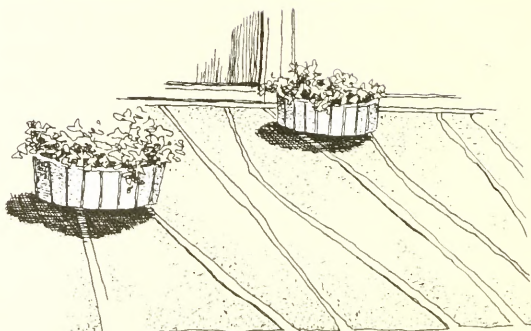
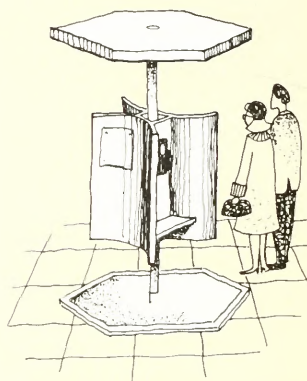
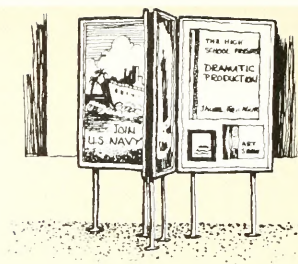
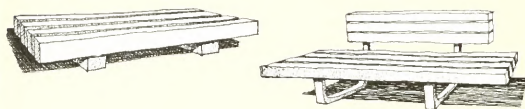
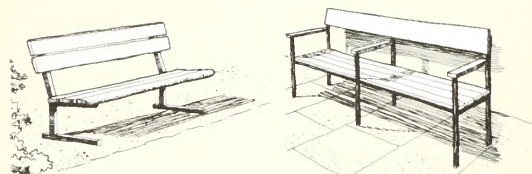
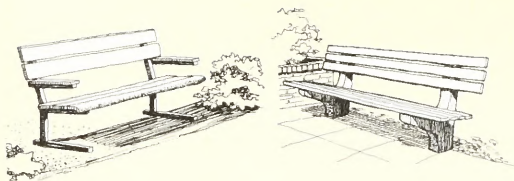
As improvements are made to existing buildings, and as new buildings are constructed, the owners should be encouraged to relate to the adjoining buildings. This would help to unify the appearance of the downtown area. There are methods which can serve to relate all the buildings to one another and to the appearance of the entire block. A unifying element such as a continuous canopy would tend to tie the buildings together visually. In addition, a coordinated color scheme and sign system would give visual harmony to the area. The goal is not to have every building look the same, but to have an overall unity within the entire area.

One of the surest methods of obtaining a satisfactory appearance is to secure the services of an architect to assist in all downtown store front improvements.

## STREET FURNITURE

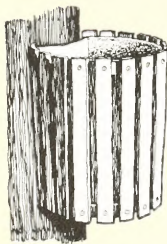
In addition to the buildings in Downtown Shelby, there are various items found on the streets and sidewalks which occupy the spaces between the buildings. For the most part these items could be grouped together and referred to as street furniture: street signs, traffic lights and signs, mail boxes, trash receptacles, monuments, light standards, paving materials, and the like. All of these things are the small scale elements which are constantly used and seen, and are a conspicuous part of the street scene. They may significantly add to or detract from the overall visual impression of the city.

Attention to detail and design of street furniture is as important to the quality of Downtown Shelby as the buildings themselves. Therefore, careful consideration must be given to the selection and placement of all these component pieces.



Three general principles should be kept in mind in selecting and placing street furniture:

1. Eliminate everything that is not absolutely necessary and combine as many related items as possible.
2. For each type of street furniture, select one design and one color. Keep the design simple and pleasing to the eye.
3. Strive to find a location which will serve its particular function and will contribute to the attractiveness of the street scene.







**IMPLEMENTATION**



## I M P L E M E N T A T I O N

There is no real reason that the majority of changes proposed within the Preliminary Plan cannot be accomplished. But there is reason to believe that the proposals will not be accomplished unless certain basic conditions are fulfilled. First, the city, county, merchants, property owners and civic groups will all have to work together. There will have to be enough people that really want to build the plan so that overall cooperation can be accomplished. Second, there will have to be a continued effort over a long period of time - fifteen to twenty years. Within this overall time period coordinated improvements should be scheduled for completion each year. In this way, people can see things happening and know the overall objectives are being carried out. Third, a central organization is needed to carry the ball and get the plan built.

Although the energy and motivation to rejuvenate the downtown area of Shelby exists among many merchants, land owners and various groups, it is almost impossible to start a complete and overall effort with isolated individuals or groups. What is needed is a permanent central organization to plan, coordinate and administer the carrying out of recommendations, as well as to consider and reconcile the wide diversity of opinion involved in a project of this nature. The present Mayor's Committee on Downtown, although a temporary committee, is a start in the right direction towards a permanent organization.

### SHELBY DOWNTOWN IMPROVEMENT CORPORATION

It is recommended that a Shelby Downtown Improvement Corporation be founded to take the place of the Mayor's Downtown Committee. This corporation would consist of individuals representing the different functions of Downtown Shelby: merchants, property owners, chamber of commerce, merchant association, city, county, churches, etc. The Mayor's Committee could be responsible to suggest the make-up of the Corporation.

In general the work of the corporation would consist of the following:

1. To cultivate, develop and maintain the central business district of Shelby as the dominant core and focal point of trade, commerce, industry and culture in its geographical sphere.

2. To enlist the active interest and financial support of individuals, firms and corporations concerned about the development and improvement of the downtown area, particularly, property owners and tenants located within the central business district.
3. To promote and encourage rehabilitation and re-development of blighted areas in the central business district, promulgating and devising physical plans and standards for structural rehabilitation and improvement and to prevent the spread of blight.
4. To collaborate and cooperate with public agencies, federal, state and municipal, especially with officials of Shelby and Cleveland County, the Planning Commission and other improvement associations, including the Shelby Chamber of Commerce, whose functions may in any manner relate to any of the objectives hereunder.
5. To acquire by purchase or otherwise hold, deal in and dispose of such real and personal property as may be necessary for the purposes of the corporation.
6. To borrow or raise monies for any of the purposes of the corporation and, from time to time, without limit as to amount, to draw, make, accept, endorse, execute and issue promissory notes, drafts, bills of exchange, warrants, bonds, debentures and other negotiable or nonnegotiable instruments and evidences of indebtedness for any of the purposes of the corporation, and to secure the payment of any pledge, conveyance or assignment in trust of any of the property of the corporation, and to sell or otherwise dispose of such bonds or other obligations of the corporation for its corporate purposes.
7. To make, enter into and perform contracts of every sort and kind with any person, firm, association, corporation, private, public or governmental.
8. To promote conditions conducive to the economic and cultural good and betterment of the entire community with particular reference to the central business district.



It should be pointed out that during recent years many thousands of dollars have been spent in Downtown Shelby on uncoordinated improvements. The coordination that could be provided by a Downtown Improvement Corporation would be invaluable, even if no additional expenditures (other than normal improvements) were made.

In addition to this downtown corporation there are other organizations and programs that should be used to work in conjunction with the corporation.

#### PARKING AUTHORITY

As recommended in the Parking and Traffic Study for Downtown Shelby, a parking authority should be formed to undertake the responsibility of carrying out the parking proposals indicated in the Preliminary Plan. Lumberton, North Carolina, and Wilson, North Carolina, have parking authorities that have done a fine job of providing additional parking facilities in the downtown at no cost to the city government.

#### FINANCIAL ASSISTANCE

There are a number of programs that provide financial assistance that should be considered as each phase of the Downtown Plan is implemented.

#### OPEN SPACE PROGRAM OF THE HOUSING AND URBAN DEVELOPMENT ACT OF 1965

If urban renewal is not used as a method of obtaining the land for the downtown park, fifty percent grants are available to help purchase and develop such areas under the Housing and Urban Development Act of 1965.

#### URBAN BEAUTIFICATION AND IMPROVEMENT PROGRAM OF THE HOUSING AND URBAN DEVELOPMENT ACT OF 1965

This program makes available Federal grants to cover up to fifty percent of the amount to be spent on a local beautification program. The proposed mall, would be eligible for this type of grant if it is a part of Shelby's official beautification program.

#### HIGHWAY PROGRAM

Improvement of a portion of the downtown loop system of streets might be accomplished with funds obtained through the North Carolina State Highway Commission. Other street improvements will be the responsibility of the City of Shelby.

## PROFESSIONAL ASSISTANCE

One of the main points to consider in the implementation of the downtown improvements is that the plan presented in this report is a preliminary plan and is therefore very general in nature and in no instance should be used as the basis for construction. This preliminary plan should be used as a basic guide and framework from which more detailed plans and working drawings can be made. The talents and skills of architects, landscape architects, engineers and then contractors will be required to carry out the plan. Architects should be hired for the design of new buildings and for the design of improvements of the existing buildings. Landscape architects should be hired for the design and preparation of detailed drawings of the malls and outdoor spaces and to make recommendations for the different types of trees and plantings to be used in the area.

## PUBLIC RELATIONS

The success of a downtown revitalization program in Shelby depends to a great extent upon community cooperation. Every effort should be made to bring all phases of the downtown program to the attention of the general public. Newspapers, radio and television studios all can help in the developing of public support, by keeping the citizens informed about what is taking place, and what is hoped to be accomplished.



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